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ABSTRACT

Six research reports dealing with the roles and proper relationships between professional administrators and boards of trustees are summarized in this review. The following topics are highlighted: the professional's theoretical basis for operation and its justification, roles and internal and external functions of the board, effects of vague or misunderstood roles, positive influences on role understanding, and the use of teachers and students as sources for policy formulation. A bibliography of published and unpublished materials covering these and related areas is summarized. (JO)

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JUNIOR COLLEGE BOARDS OF TRUSTEES

The concept of a lay board that represents the people is a major pillar in America's representative democracy and is the essence of the nation's belief in separation of powers. This is evidenced within the public as well as private sectors of society. A basic premise upon which this philosophy rests is the belief that the sum of common men's collective wisdom, as voiced through the elective bodies, is, by definition, wise. Just as, in the words of Clemenceau, "War is too important an endeavor to be left solely to the generals," so schools are too important to be left solely to the professionals. A lay board of trustees is simply another expression of this political and social truism.

During the current period of campus unrest, there has been much confusion about the proper role and relationship between lay boards and professional administrators. This confusion of roles has the potential of creating additional chaos and can do irreparable damage to the educational process, for it is during times of stress that institutional roles must be clearly delineated and adhered to.

Role identification can be aided by analyzing data from relevant research. This issue of the *Junior College Research Review* is concerned with the roles and relationship between boards of trustees and chief administrative officers. Six pertinent research reports have been examined, all selected from materials processed by the ERIC Clearinghouse for Junior Colleges and indexed and abstracted in *Research in Education.* Copies of these are available in either hard copy or microfiche from the ERIC Document Reproduction Services, as explained on page four.

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In one document (ED 014 975), the board's role is described as dual: internal and external. Internal functions are outlined as follows:

1. the board is a legislative body, not an executive body
2. it delegates some of its policy-making authority to other agencies (academic senates, departments, etc.)
3. the authority of the board resides in the board as a whole and not within individuals; exceptions would be only as the board delegates.

External functions are those that:

1. represent the constituency and interpret social trends into institutional policy
2. ensure that adequate funds are available for the functioning of the institution
3. bear the legal responsibility and authority for all aspects of the operation of the institution.

"The Role of the Trustees," "Board Relationships to Administrators and Faculties," and "Board Responsibilities for a Climate of Creativity" are among the titles of selected papers from the American Association of Junior Colleges' 46th Annual Convention held at St. Louis (ED 016 448). Of significance was the establishment of justifications for the theoretical base upon which professionals operate. A professional, or expert, possesses a particular body of knowledge which those outside of that profession do not possess. And he remains an expert or professional only so long as he is exercising his opinion within his particular sphere of knowledge; once he ventures outside of this area to express himself, he becomes a nonexpert and his opinion joins that of other lay people's opinions, with nothing special to recommend it above the others. Certainly a barrister's judgment relative to the proper technique for the removal of an appendix could hardly qualify as expert medical opinion. Nor could a surgeon's interpretation of a particular judicial opinion stand as expert legal advice.

Where serious friction exists in board relationships with school administration, it is largely because of insufficient grasp or understanding of the proper roles that have been established in our society for the various participants within the structure for decision making. A school district's innovativeness and its under-

standing of the roles are positively related to the amount of agreement between the citizens of the community and the teachers in the college. Districts with high agreement between external and internal segments will adopt more innovations at an earlier date than districts that lack this basic agreement.

Corning Community College (New York) has developed a set of by-laws, in an attempt to delineate these roles. The by-laws deal with:

1. administrative control and powers and duties of the board of trustees
2. terms of office and duties of board officers and committees
3. time, place, frequency, and procedures of board meetings
4. functions and memberships of the advisory committees
5. organization and duties of the professional staff
6. faculty and faculty council responsibilities
7. appointment and termination of academic staff
8. salary schedules
9. evening and summer division schedules
10. leave policies (sick, sabbatical, military, etc.) for the professional staff
11. leave policy for nonacademic personnel
12. designation of administrative offices
13. handling of bids, cash, and contracts (ED 024 366).

A trustee of the Monroe Community College (New York) suggests a set of "do's" and "don'ts" that are designed to generate thought and discussion:

1. do try to see your institution as a whole
2. do keep informed; ask a lot of questions
3. do participate actively in the development of long-range plans
4. don't meddle or try to run the college
5. don't act as an appeal board in administrative affairs
6. don't get involved in the details of appointment and personnel matters
7. don't be narrow in your concepts (ED 016 448).

A plan for utilizing talent in the formulation of policy was devised at the College of Marin (California). The establishment of educational objectives and a system of governance to achieve these objectives was considered necessary as a first step. It was concluded that colleges generally operate under an administrative pattern characterized as the "traditional system of hierarchy," including (1) a rigid chain of command, (2) fixed division of labor, motivation, control and direction of people by persuasion, (3) reward or punishment, and (4) a generally low opinion of both faculty and students. A "productive system" is more acceptable to modern educators because it enhances both professional and student effectiveness, the achievement of personal goals, the withdrawal of administrative direction, and the de-emphasis of compartmentalization and proliferation of administrative titles. A further suggestion is to rotate administrative assignments. Under this system both student and teacher are involved in the formulation of institutional policy but not its enactment. The board exists to *enact* policy for the district (although it can *formulate* policy, too). Faculty members are truly involved in policy formulation when they can be sure that the board will enact it to an acceptable degree (ED 027 002).

The Ohio Board of Regents approached their role in relationship to the local community colleges in a generalized manner. A method to establish community colleges was outlined with most of the authority resting with the local boards. The regents were concerned primarily with the following:

1. the individual college must meet the requirements of and mesh with the state's larger system of higher education
2. the regents must approve or disapprove the college's official plans, degree programs, and student fee schedules
3. the college's proposal must include and contain specified types of information (ED 019 954).

A bibliography by Giles and Olson comprises one of the documents selected for this review. With listings from both published and unpublished materials, the bibliography consists of three sections: (1) the new trustee or administrator, (2) the role of the trustee and the board at the community college level, and (3) the role of the trustee and the board in higher education. Also included are materials pertaining to the views of junior college trustee board members, an analysis of selected boards' policies, an analysis of trustees' concepts of higher education, specific guidelines for boards, an analysis of faculty handbooks, and an analysis of chief administrative officers' responsibilities (ED 014 974).

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ED 014 975
Notes for Community College Trustees. (Reports of Annual Conferences Conducted for Community College Trustees and Presidents by the Midwest Community College Leadership Program), by George L. Hall and Ralph W. Banfield. Midwest Community College Leadership Program, Ann Arbor, Michigan, 1966. 101 p. (MF–$0.50; HC–$4.12)

ED 016 448
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ED 024 366
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ED 027 002
A Rational Plan of Hierarchy and Authority for the Collegiate System: A Proposal to the Academic Senate, by Bob Essig and Dick Martin. Marin College, Kentfield, California, 1968. 10 p. (MF–$0.25; HC–$0.60)

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